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FROM: Amembassy PHNOM PENH

DATE: November 14, 1972

SUBJECT: Organization of Khmer Liberation and Nation-Building (LEN) Directorate

REF:

Marshal Lon Nol has now approved the organization and structure of the new Liberation and Nation Building Directorate, which is to coordinate and manage country-side programs. The enclosed chart is a translation of that approved by the Marshal. It is an almost verbatim adoption of recommendations on organization, responsibilities, and ministerial relationships which the Embassy furnished Major General Hou Hangsin at his request. The Embassy based its recommendations on GVN experiences.

According to the concept approved by the Marshal, the interministerial committee, presided over by Lon Nol as Director for Liberation and Nation-Building, will meet infrequently to establish broad program outlines. The bulk of the work of the directorate is to be accomplished within the coordinating council, which should meet at least weekly. MG Hou Hangsin, as Assistant Director, will act as chairman for this group. As MG Hou Hangsin will retain his duties as FANK Assistant Chief of Staff/Operations, the daily functioning of the Directorate will be confided to a LEN Chief of Staff.

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According to Hou Hangsin, there has been some difficulty in finding a suitable Colonel to fill this position. The President has asked for nominations but has reserved for himself the final choice of the officer.

As a result of the recent Cabinet reshuffle the bulk of the countryside programs would now seem to fall under Brigadier General Lon Non as Minister Attached to the Interior for Liberation and Nation-Building. The core proposal of auto-defense, however, remains the responsibility of FANK.

COMMENT: If actually put into practice, the relationships and responsibilities outlined in the enclosed chart should help launch a coordinated effort by FANK and civilian agencies to regain some of the countryside lost to the KC. In this respect, Hou Hangsin's double hatting could provide a crucial linkage between military operations and civilian programs.

Implementing this approved plan, however, will probably not be easy. The Ministers concerned with countryside programs were not consulted prior to the approval of this plan (as they were not in office), and some may fight it. Lon Non's attitude will in particular be crucial. He indicated to the Charge d'Affaires that he had studied the chart and found no objections to it, but he has yet to carve out his role.

There are already clear signs of interministerial competition for countryside programs, which would loom large in a post-ceasefire situation. While Lon Non clearly wishes to preside directly over the rallier program, for example, the new Secretary of State for Community Development now argues (with some reason) that he has the only personnel qualified to implement it. Auto-defense seems clearly to be in the purview of FANK, but Lon Non has a plan which would mesh auto-defense with rallier resettlement. A full field of ministerial competitors, including some now shown on the enclosed chart, are after the refugee programs (and the funds that may be devoted thereto). The fact that most of these claimants

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have actual on-going programs in this area points to the duplication of effort which has heretofore been allowed to develop.

It is as yet too early to determine how roles may finally be sorted out. Hopefully, the developing interministerial scrimmage for countryside programs may lead the competitors to accept the need for a full-time referee. The new Directorate of Liberation and Nation-Building is the leading candidate for this job.

Jim SWANK

Enclosure:

Organizational Chart.

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LIBERATION AND NATION BUILDING (LEN) DIRECTORATE

DIRECTOR
(Marshal Lon Nol)

MISSIONS FOR LEN

- A. All: conduct an inventory of resources and establish goals.
- B. Provinces and Military Regions: prepare plans to accomplish goals.
- C. Directorate: examine and approve province plans, prepare and distribute national plan.
- D. Directorate: approve programs and the necessary funds.
- E. Directorate: review progress of the... programs and coordinate interministerial problems.

ASSISTANT DIRECTOR
(MG Hou Hangsin)

LEN CHIEF OF STAFF

INTERMINISTERIAL COMMITTEE

NON-PERMANENT	PERMANENT			
Min Defense	Minister Attached to Interior	Minister of Finance	Chief of Staff FANK	POLWAR Counselor
Min Pub Works	Refugees Ralliers Commun. Dev	(M. Ith Thuy)	(MG Fernandez)	(BG Ek Proetng)
Min Agricul.	(BG Lon Non)			
Min Inform.				
	Note 2	Note 3	Note 4	Note 5

LEN COORDINATING COUNCIL (Note 1)

From Ministry of Interior			Rep for	Rep for	Rep for
Rep for Rallier Program	Rep for Refugee Program	Rep for Community Development	Ministry of Finance	FANK Gen Staff	POLWAR Directorate

PERMANENT STAFF

OPERATIONS	PLANS & POLICY	ADMINISTRATION
Conducts field inspections	1. Reviews prov. plans & programs 2. Writes national plan. 3. Receives reports.	1. Typing & graphic support 2. Administrative support

Dotted lines indicate coordinating authority.

TOP SECRET

-2- PHNOM PENH 717, 030945Z MAY; (NODIS/KHMER)

4. IN CONJUNCTION WITH PARA 3 ABOVE AND AS THRID PRIORITY A FORCE PENETRATION INTO CAMBODIAN TERRITORY ALONG ROUTE 2 FROM AREA TINH BIEN IS REQUESTED. THIS ATTACK INTO ENEMY REAR AREA EXPECTED TO BLUNT THRUST IN TAKEO - ANG TASSOM REGION.

5. GENERALS URGED ATTACHES FORWARD REQUEST EARLIEST TO LEVEL US AUTHORITY NECESSARY FOR DECISION AND/OR ACTION. THEY INSISTED THAT RECOMMENDATIONS HAVE PERSONAL KNOWLEDGE AND CONCURRENCE OF PRIME MINISTER.

6. AFTER EXPLANATION OF POLICY US GOVT AND FACT THAT REQUEST IN NO WAY ASSURED ACTION, THE DATT AGREED TO FORWARD THE INFORMATION.

COMMENT: WHILE FULLY SYMPATHETIC SERIOUS POSITION IN WHICH CAMBODIANS FIND THEMSELVES, I RECOMMEND AGAINST RESPONSE ANY OF THEIR REQUESTS EXCEPT PERHAPS THAT OF AIR ATTACKS AGAINST VC/NVA FIRE BASES AROUND TAKEO. REASONS MY RECOMMENDATION ARE MORE POLITICAL THAN MILITARY. IF CREDENCE IS TO BE GIVEN PRESIDENT'S RECENT SPEECH, AS WELL AS TO HIS OVERALL POLIV

LFI WEHKUST DRAW A LINE SOAYHAJEMXRMHIEMENT OF TMCYOYBBEYOND SVAY RIENG, HELICOPTER-LIFT OF TROOPS TO TAKEO AREA AND ATTACK IN SUPPORT LATTER'S DEFENDERS WOULD ONLY APPEAR ACCOMPLISH EXACTLY WHAT USG'S CRITICS FEAR, I.E. GET USG FURTHER INVOLVED INTO HOPELESS MORASS. THERE IS NO RPT NO GUARANTEE THAT ANY OF REQUESTED MOVES WILL DO OTHER THAN PUSH ENEMY TOWARD PHNOM PENH OR ELSEWHERE INTO CAMBODIA WITHOUT REALLY RESOLVING ISSUE OR STOPPING VC/NVA. WE ARE ALREADY REPLYING TO GOC REQUESTS IN WHAT I CONSIDER MORE THAN ACCEPTABLE MANNER AND WE SHOULD DRAW THE LINE NOW. THIS IS NOT RPT NOT GOING TO INCREASE OUR POPULARITY LOCALLY BUT I SUGGEST THAT EITHER DATT SIMPLY INFORM CAMBODIAN MILITARY OF TURN DOWN THEIR REQUEST DUE US/ARVN COMMITMENTS ELSEWHERE OR THAT I BE INSTRUCGED INFORM LON NOL EXACTLY HOW MUCH HE CAN EXPECT FROM USG. GOC SEEMS TO BE BECOMING TRULY CONSCIOUS ITS WEAKNESS AND DESIROUS FALL INTO OUR ARMS BUT I AM CONVINCED WE MUST STOP SOMEWHEGE, EVEN IF LON NOL GOVT THREATENED.

RIVES

BT

NOTE: MESSAGE SUBJECT TO CORRECTION, CORRECTION TO FOLLOW.

TOP SECRET

NOTE 1: Overall Responsibilities of Directorate.

1. Directs planning & execution.
2. Coordinates government effort for liberation and nation-building.
3. Allocates funds for execution.
4. Selects zones for programs.

INTERMINISTERIAL COMMITTEE RESPONSIBILITIES

NOTE 2	NOTE 3	NOTE 4	NOTE 5
1. Execution of GM Plan. 2. Collection of periodic reports. 3. Recruitment of auto-defense units. 4. With FANK Rep recommend auto-defense zones. 5. Develop guid. for rallier program. 6. Execution of rallier & refugee programs. 7. Execution of Community Dev. Program. 8. Programs of instruction for GM Committees.	1. Review budget for pacification programs. 2. Fund management for programs.	1. Develop guid. for MSD self-defense plan. 2. Execution of self-defense plan. 3. Auto-defense training. 4. Log support of auto-defense units. 5. Approve MSD self-defense plan. 6. Inspect auto-defense. 7. Designate (thru MSD cmdr) reaction forces. 8. With attaché to Min. Interior recommend auto-defense zones.	1. Advises on national psychological policy & programs. 2. Plans and coordinates implementation of national psychological policy and program.